

**ELDORADO COUNTY DEVELOPMENT SERVICES
STAFF REPORT**



Agenda of: July 27, 2006
Item No.: 12.a.
Staff: Lillian MacLeod

STAFF REPORT – PLANNED DEVELOPMENT REVISION

FILE NUMBER: PD03-0007R1

APPLICANT: Lakehills Community Covenant Church

AGENT: Pastor Ron Short

REQUEST: Revise the approved development plan to relocate the soccer field on Parcel 1 and, in its place, to site the southern parking lot from Parcel 3.

LOCATION: On the north side of White Rock Road, approximately 500 feet east of the intersection with Vine Street, in the El Dorado Hills area. (Exhibit A)

APN: 107-130-54

ACREAGE: 19.81 acres

GENERAL PLAN: Adopted Plan - El Dorado Hills Specific Plan (AP) (Exhibit B)

ZONING: General Commercial – Planned Development (CG-PD) (Exhibit C)

ENVIRONMENTAL DOCUMENT: Categorically exempt pursuant to Section 15304 of the CEQA Guidelines.

SUMMARY RECOMMENDATION: Conditional approval.

BACKGROUND: The project parcel is located within Village T of the El Dorado Hills Specific Plan, approved by the Board of Supervisors on July 18, 1988. Under the Plan, Village T was designated for commercial development. Parcels within this village were zoned General Commercial, with a Planned Development overlay that would provide a level of review insuring consistency with the Specific Plan.

On January 11, 2001, the Planning Commission conditionally approved PD98-0009 for development of a three-phased church facility on the project parcel. Condition 23 of the approved development plan called for the dedication, in fee, of the right-of-way on White Rock Road that would be consistent with the future alignment and improvement plans approved by the Department of Transportation (DOT). On November 4, 2003, the Board of Supervisors adopted Resolution No. 316-2003 accepting the irrevocable offer of dedication of right-of-way, road, slope, drainage and public utility easements made by the applicant. The dedication removed 0.701 acres from the project parcel's White Rock Road frontage, resulting in a reduction in parcel size from 20.51 to 19.81 acres.

On September 22, 2005, the Planning Commission approved a revision to the development plan, now under PD03-0007, and a commercial parcel map, P03-0015, creating three parcels from the existing 19.81 acre parcel, as follows:

Parcel 1 = 12.34 acres
Parcel 2 = 5.55 acres
Parcel 3 = 1.92 acres

Parcel 1 remained church property, with Parcels 2 and 3 to be developed as commercial property in conformance with the Specific Plan. Parcel 3 was to be developed as a church parking lot until it was sold. Under Condition 3, a revised development plan would be required addressing the parking lot relocation subsequent to the sale of Parcel 3.

To date, two building permits for the church and Sunday school have been issued.

STAFF ANALYSIS

Project Description: In compliance with Condition 3 of PD03-0007, the applicant is requesting a revised development plan relocating the soccer field in Parcel 1 and, in its place, relocating the parking lot from Parcel 3. The number of parking spaces in the relocated lot will increase from 108 to 134 bringing total parking for the church facility from 380 spaces to 406. The hardcourt area originally designated for what will now be the soccer field will be relocated to the upper parking lot in Phase 1. It will be used by the school during the weekdays when parking use is minimal.

Site Description: The site has moderately sloping, rolling topography consisting primarily of grassland vegetation with some shrubs. Several rock outcroppings exist on the site. A rock stockpile is situated near the western property line, and a low, rock wall runs on the southern perimeter along White Rock Road. Large power poles run through the utility easement that is recorded on the eastern perimeter of the property. The property is being graded subsequent to construction under the above referenced building permits.

Adjacent Land Uses:

	Zoning	General Plan	Land Use/Improvements
Site	CG-PD	AP	Pre-construction grading
North	R1A	C	Cemetery, single-family residential, PG&E sub-station
South	VV-SP	AP	Valley View Specific Plan - undeveloped
East	AE	R&D	Undeveloped
West	CG-PD	AP	Rough grading for El Dorado Hills Specific Plan -Town Center East

General Plan: The General Plan designates the subject site as Adopted Plan, which recognizes areas for which specific land use plans have been prepared and adopted. These plans (e.g., specific plan or community plan) are accepted and incorporated by this reference, and the respective land use map associated with each such plan, in this case the El Dorado Hills Specific Plan, is hereby adopted as the General Plan map for each such area.

El Dorado Hills Specific Plan: Under §9.2, development within the Specific Plan area is subject to standards within the Plan as well as the County Zoning Ordinance, and the implementation method for applying these standards is through the planned development application. The project has been previously reviewed and approved through this process. A revision to the approved development plan is the vehicle for addressing the subject modification.

Conclusion: As discussed above, staff finds that the project conforms to the General Plan and the Specific Plan in that it utilizes the correct application process for implementing review of the subject revision.

Zoning/Specific Plan: The proposed revision is subject to §17.04.070 as it is a “major change in the official development plan after it has been adopted by the planning commission” requiring further approval of the Planning Commission. The Specific Plan, under Design Guidelines §3.1, defers to the *Off-street Parking and Loading Ordinance* regarding parking lot standards.

Under §17.18.030 regarding multiple directional turning, the access driveway must be a minimum width of 30 feet across for the first 20 feet from the encroachment and be constructed with a flared design. The site plan complies with these requirements when measured at the edge of the secondary access road’s 36 foot curb-face to curb-face width. The access driveway location, measuring 112 feet from the intersection with the primary access road, is consistent with the minimum requirement to be 70 feet from the intersection of two collector or local roads.

Under PD03-0007, Condition 1(c) required the secondary access road to be constructed prior to permit issuance of Phase 2 or 3 developments. As the relocated parking lot requires access from this road, the development plan will be modified to require construction of the parking lot at the same

time as the secondary access road. Further, the parking lot construction must conform with the standards under §17.18.070 requiring a “minimum of two inches of asphaltic concrete over four inches of aggregate base or equivalent in concrete.”

Landscaping will be conditioned to conform to §17.18.090 for buffering along the secondary access road, as well as §3.6 of the Specific Plan’s *Commercial Design Guidelines* for shade requirements within the lot itself. Crosswalks within the lot, and between the lot and the church facility will be subject to paving material requirements under §3.8, also.

ADA requirements already have been met with calculations based on the 375 spaces required for the original project at full build-out. The revised project exceeds this amount by 31 spaces, which will be used to prevent on-street parking during occasional large gatherings.

In conformance with §17.04-030 (B), required findings were made prior to Planning Commission approval of Development Plan PD03-0007. The requested revision will have no impact on the findings, in that neither a zone change or variance of the Zoning Ordinance are being requested, adequate improvements and services still exist to the site, and overall development is essentially the same as previously approved with the exception of the soccer field removal.

Conclusion: The project, as previously conditioned and now recommended for revision, is consistent with the Zoning Ordinance and the Specific Plan regarding design and construction standards for the relocated parking lot. The revision, as proposed, does not affect the findings that were previously made for the overall development plan of the church facility. The tentative parcel map conditions approved under P03-0015 are not affected by the subject revision.

Based on comments received from public agencies, citizens' groups, and impacted neighbors, as discussed below, staff finds that the project will not be detrimental to the public health, safety and welfare and will not be injurious to the neighborhood.

Agency and Public Comments: The following agencies provided comments on this application. Copies of their written comments are available at the Planning Services office. From these comments, the following issues were raised:

PG & E: Additional grading restrictions will be added to the existing condition of approval regarding the utility easement.

These agencies had no specific concerns regarding the proposed project:

**Department of Transportation
El Dorado Hills Fire Department
El Dorado Hills Community Services District**

At the time of the preparation of this report, staff had not received any comments from the public. New issues may arise as a result of the public notice of the hearing which will be discussed at that time.

ENVIRONMENTAL REVIEW

This project has been found to be Categorical Exempt from the requirements of CEQA pursuant to Section 15304 of the CEQA Guidelines stating that “Class 4 consists of minor public or private alterations in the condition of land, water, and/or vegetation which do not involve removal of healthy, mature, scenic trees except for forestry and agricultural purposes.” Pursuant to Resolution No. 240-93, a \$35.⁰⁰ processing fee is required by the County Recorder to file the Notice of Exemption.

RECOMMENDATION

1. Certify that the project is Categorical Exempt from CEQA pursuant to Section 15304; and
2. Approve PD03-0007R1 based on the findings in Attachment 2, subject to the revised conditions in Attachment 1 pertaining to the development plan, only.

SUPPORT INFORMATION

Attachments to Staff Report:

Attachment 1	Conditions of Approval
Attachment 2	Findings
Exhibit A	Vicinity Map
Exhibit B	General Plan Land Use Map
Exhibit C	Zoning Map
Exhibit D	Revised Site Plan
Exhibit E	Tentative Parcel Map
Exhibit G	Building Elevations
Exhibit H	Preliminary Landscape Plans
Exhibit I	Sign Plans
Exhibit J	Assessor’s Parcel Map

ATTACHMENT 1 CONDITIONS OF APPROVAL

FILE NUMBER PD03-0007R1

Conditions of Approval

Planned Development

1. The ~~subject parcel map and~~ revised planned development approval is based upon and limited to compliance with the project description, dated ~~September 8, 2005~~ July 27, 2006, and revised Conditions of Approval set forth below. Any deviations from the project description, exhibits or conditions must be reviewed and approved by the County for conformity with this approval. Deviations may require approved changes to the permit and/or further environmental review. Deviations without the above-described approval will constitute a violation of permit approval.

The project, as approved, shall consist of the following:

- a. A parcel map creating three parcels ranging in size as follows:

Parcel 1 = 12.34 acres
Parcel 2 = 5.55 acres
Parcel 3 = 1.92 acres

- b. A development plan for a phased church facility to be constructed on Parcel 1 ~~and 3~~, as follows:

Phase 1:

- Multi-purpose building - 16,415 square feet.
- Pre-school/kindergarten classrooms - 3,200 square feet.
- Classroom wing - 4,660 square feet.
- 201 paved parking spaces. Eight shall be ADA compliant with one designated van accessible.
- ~~179~~ 71 gravel parking spaces.

Phase 2:

- Common lobby - 1,800 square feet.
- Worship Center - 17,023 square feet.
- Wedding Chapel - 3,077 square feet.
- Paving 71 of the gravel parking spaces ~~on Parcel 1~~ of Phase 1.

Phase 3

- Administration/Library building - 4,057 square feet.
 - Classroom wing - 4,660 square feet.
- c. Road improvements consisting of shared primary and secondary access ways to serve the three parcels. The secondary access road will be required prior to issuance of building permits for either Phase 2 or Phase 3 development of Parcel 1, whichever comes first.
- d. One hundred thirty four paved parking spaces constituting the Phase 2 parking lot, to be constructed when the secondary access road is required to be built. The parking lot, to include lighting and landscaping, shall be completed prior to final occupancy of the first building permit for either Phase 2 or Phase 3 development, whichever comes first. Crosswalks within the lot, and between the lot and the church facility, will be subject to paving material requirements under §3.8 of the Specific Plan.
2. The soccer field will be reduced in length to fit entirely on Parcel 1 as a modification to the development plan approved under PD98-0009. It will be relocated north of the Phase 2 parking area. The hardcourt area planned for this location will be relocated to the northern Phase 1 parking lot.
- ~~3. Parcel 3 shall remain dedicated to parking unless a revised development plan is approved relocating the parking for the church use and authorizing a different use on Parcel 3.~~
- 3.4. All site improvements shall conform to Exhibits E, G, and I. Final landscape plans shall be in substantial compliance with Exhibit H, the preliminary landscape plans, with the exception of Parcel 3 and the relocation of the soccer field on Parcel 1. Prior to final occupancy of the first building permit for either Phase 2 or Phase 3 development, whichever comes first, the applicant shall submit landscape plans for the Phase 2 parking lot demonstrating compliance with §17.18.090 for buffering along the secondary access road, as well as §3.6 of the Specific Plan's *Commercial Design Guidelines* for shade requirements within the lot itself. Recycled water shall be used for all landscape irrigation.
- 4.5. Lighting for the site shall be fully shielded to prevent any spillage onto adjacent properties in conformance with Section 17.14.170 of the County Code and the Illumination Engineering Society of North America's (IESNA) full cut-off designation. Should final, installed lighting be non-compliant with full shielding requirements, the applicant shall be responsible for the replacement and/or modification of said lighting to the satisfaction of the Planning Department. The sport field lights shall be turned off by 10:00 p.m.
- 5.6. The applicant shall gain access to the site per item 3 in the Addendum to the Agreement of Purchase and Sale between El Dorado Hills Investors, Ltd. ("Seller") and Lakehills Community Covenant Church ("Buyer") which states:

- “3) Buyer and Seller agree to enter into an Easement Agreement which establishes an easement over Seller’s property for access into Buyer’s property. The easement agreement will also provide Buyer with permanent and reasonable signage at the entrance to the shared entry which signage shall conform to the Directional Signage standards set forth in the Appendix 5 (Master Signage Program) of the Design Guidelines and Development Standards for Town Center East, dated “Revised July 10, 1995.”
- ~~6.7.~~ The applicant shall provide a drainage report and project drainage plan at time of grading permit application identifying appropriate storm water quality management practices to the satisfaction of the Department of Transportation. The project drainage shall be in accordance with the County Of El Dorado Drainage Manual. Drainage facilities shall be designed and constructed consistent with the project drainage plan and the Carson Creek Regional Drainage Study. Drainage facilities shall be installed with the respective phasing of the on-site development or as specified in the drainage plan.
- ~~7.8.~~ Prior to approval for development of Parcels 2 and 3, traffic impact review must verify that the parcel development is consistent with the County’s General Plan regarding level of service standards for the County’s road system.
- ~~8.9.~~ In order for the Fire Department to provide services from the single access point, all buildings within Phase 1 of Parcel 1 and future buildings proposed for Parcels 2 and 3 shall be fire sprinkled in accordance with Fire Department regulations.
- ~~9.10.~~ To assist the El Dorado Hills Fire Department with the rapid identification involving emergency response agencies, all buildings shall be identified with street numbers on the building that can be seen from access roadways. The minimum height of these numerals shall be 16 inches.
- ~~10.11.~~ If the phasing of Parcel 1 development creates a dead-end roadway that exceeds 150 feet in length, a circular turnaround shall be constructed in accordance with Fire Department requirements.
- ~~11.12.~~ The proposed developer shall allow for adequate ground clearance from the wires as set forth in California Public Utilities Commission General Order No. 95. Should an infraction occur the developer will be responsible for the costs in raising the lines. Grading shall not occur within 15 feet of any existing pole or tower footing. All improvement plans must delineate PG&E easements and include contact information for approval of design within the easement.
- ~~12.13.~~ Should PG&E be prevented from accessing utilities within their 120 foot easement due to development on Parcel 2, the applicant shall provide an all-weather access road across Parcel 1 to the affected poles.

- ~~13~~ 14. If the project includes the disturbance of 20 cubic yards or more of earth the applicant shall comply with Air Quality Management District (AQMD) Rule 223-2 Fugitive Dust-Asbestos Hazard Mitigation, which includes an asbestos dust mitigation plan submittal, fugitive dust prevention, speed limits, warning signs, track out prevention, excavated soil management and post-construction mitigation. This information must be submitted to the Air Quality Management District for review and approval prior to issuance of a grading permit.

Alternately, the applicant may have a California Professional Geologist inspect the project site and provide the AQMD with a report demonstrating there is no Naturally Occurring Asbestos on the project site. This evaluation must be submitted to the AQMD with the current review fee.

If there is no naturally occurring asbestos or less than 20 cubic yards of earth is disturbed, the applicant must still comply with AQMD Rule 223-1 Fugitive Dust-Construction Activities. If a County grading permit is required, the applicant will be required to submit a Fugitive Dust Plan to the AQMD prior to issuance of a grading permit.

Project construction involving road development and parking lot paving shall adhere to District Rule 224 Cutback and Emulsified Asphalt Paving Materials.

- ~~14~~ 15. Prior to grading on Parcel 1, the applicant shall conduct a Ground Penetrating Radar (GPR) survey from the point of intersection of the southern and eastern property lines that surround the Clarksville cemetery to determine the potential existence of unmarked graves as follows:
- a. 120 feet west along the southern property line of the cemetery for a width of 35 feet into the project parcel.
 - b. 150 feet north along the eastern property line of the cemetery for a width of 50 feet into the project parcel.

The GPR survey zone should extend from under the existing fence lines. If an anomaly representative of a grave is noted during the survey, the surveyed zone should be extended an additional 50 feet beyond the last anomaly identified until no further anomalies are located within 50 feet of the last found grave. In the event that graves are discovered outside the existing fenced boundary, the applicant shall retain an archaeologist in order to perform further exploration to verify an actual grave exists. If further work confirms that actual graves are within the applicant's property, the applicant shall relocate the grave(s) for re-internment in the enclosed portion of the Clarksville cemetery. The developer shall agree to allow an observer from the El Dorado County Pioneer Cemeteries Commission on-site whenever grading occurs near the fence line by notifying them at least one week prior to grading. At no time will grading occur any nearer than the distance shown on the plans. Orange mesh fencing shall be placed along the line shown on the plans to prevent any possible error in operator judgment.

- 15 ~~16~~. Prior to final recordation of the map, the applicant shall replace the existing fencing on the southern and eastern sides of the Clarksville cemetery parcel with a six-foot high wrought iron fence.
- 16 ~~17~~. Noise attenuation measures shall be incorporated into the final building plans and grading plans to ensure compliance with the noise standards set forth in Tables 6.1 and 6.3 of the El Dorado County General Plan.

ATTACHMENT 2 FINDINGS

FILE NUMBER PD03-0007R1

1. The project has been found to be Categorical Exempt from CEQA pursuant to Section 15304 stating that “Class 4 consists of minor public or private alterations in the condition of land, water, and/or vegetation which do not involve removal of healthy, mature, scenic trees except for forestry and agricultural purposes.”
2. The proposed use is consistent with the policy in the El Dorado County General Plan regarding deferring to the Specific Plan for land use policies, as well as with the El Dorado Hills Specific Plan regarding project implementation through the Planned Development process, as discussed in the General Plan/Specific Plan section of this staff report.
3. The use is found to comply with the requirements of Chapter 17.18 of the Zoning Ordinance, as well as the Specific Plan’s *Commercial Design Guidelines* regarding parking lot construction, and the proposed revision to the approved development plan is not considered detrimental to the public health, safety, and welfare, or injurious to the neighborhood, based on the conclusions contained in the staff report.